2003 0422

HOUSING ELEMENT

OF THE

CITY OF ORLAND GENERAL PLAN



INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY
SEP 1 2003
IVERSITY OF CALIFORNIA

Submitted to the City of Orland by:

QUAD Consultants
Sacramento, California

January, 1993
Amended April 1996



TABLE OF CONTENTS

SECTION 1.0 INTRODUCTION

1.1 AUTHORITY 1-1

1.2 HOUSING ELEMENT RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS, ADMINISTRATIVE PRACTICES, AND RELATED PROGRAMS 1-1

1.3 HOUSING ELEMENT ORGANIZATION 1-2

SECTION 2.0 BACKGROUND

2.1 POPULATION AND HOUSING UNITS 2-1

2.2 HOUSING CONDITION 2-5

2.3 SPECIAL NEEDS 2-15

SECTION 3.0 ISSUES

3.1 BACKGROUND 3-1

3.2 SPECIFIC CONCERNS 3-1

3.2.1 PROVISION FOR EXISTING AND PROJECTED HOUSING NEEDS FOR ALL ECONOMIC SEGMENTS OF THE COMMUNITY 3-1

3.2.2 TARGETING OF MOST SERIOUS NEEDS 3-2



2-13	Elderly Population 1980-1990
2-14	Disabled Population 1980-1990
2-15	Large Families 1980-1990
2-16	Female Heads of Household 1980-1990
3-1	Household Income by Monthly Owner Costs as a Percentage of Household Income
3-2	Household Income by Gross Rent as a Percentage of Household Income
3-3	Maximum Replacement Costs Elderly Housing Development
3-4	Maximum Replacement Costs Public Housing Developments
3-5	Existing Vacant Land and Population Holding Capacity
3-6	City of Orland Residential Zoning Definitions
4-1	Household Projections by Income Group
4-2	Glenn County Basic Construction Needs



INTRODUCTION



SECTION 1.0

INTRODUCTION

The *Housing Element* is intended to direct residential development and renewal efforts in ways that are consistent with the overall economic and social values of the City and that work towards achievement of the State goal of accommodating the housing needs of Californians at all economic levels. The residential character of the City is, to a large extent, dependent upon the variety of its housing units, their location and maintenance.

The *Housing Element* is the City's official response to findings by the State Legislature that availability of decent housing and a suitable living environment for every Californian is a high priority. By identifying local housing needs, adopting appropriate goals and policies, and providing local legislation and programs to meet these needs, local government may be more effective in dealing with the housing needs of its residents.

1.1 AUTHORITY

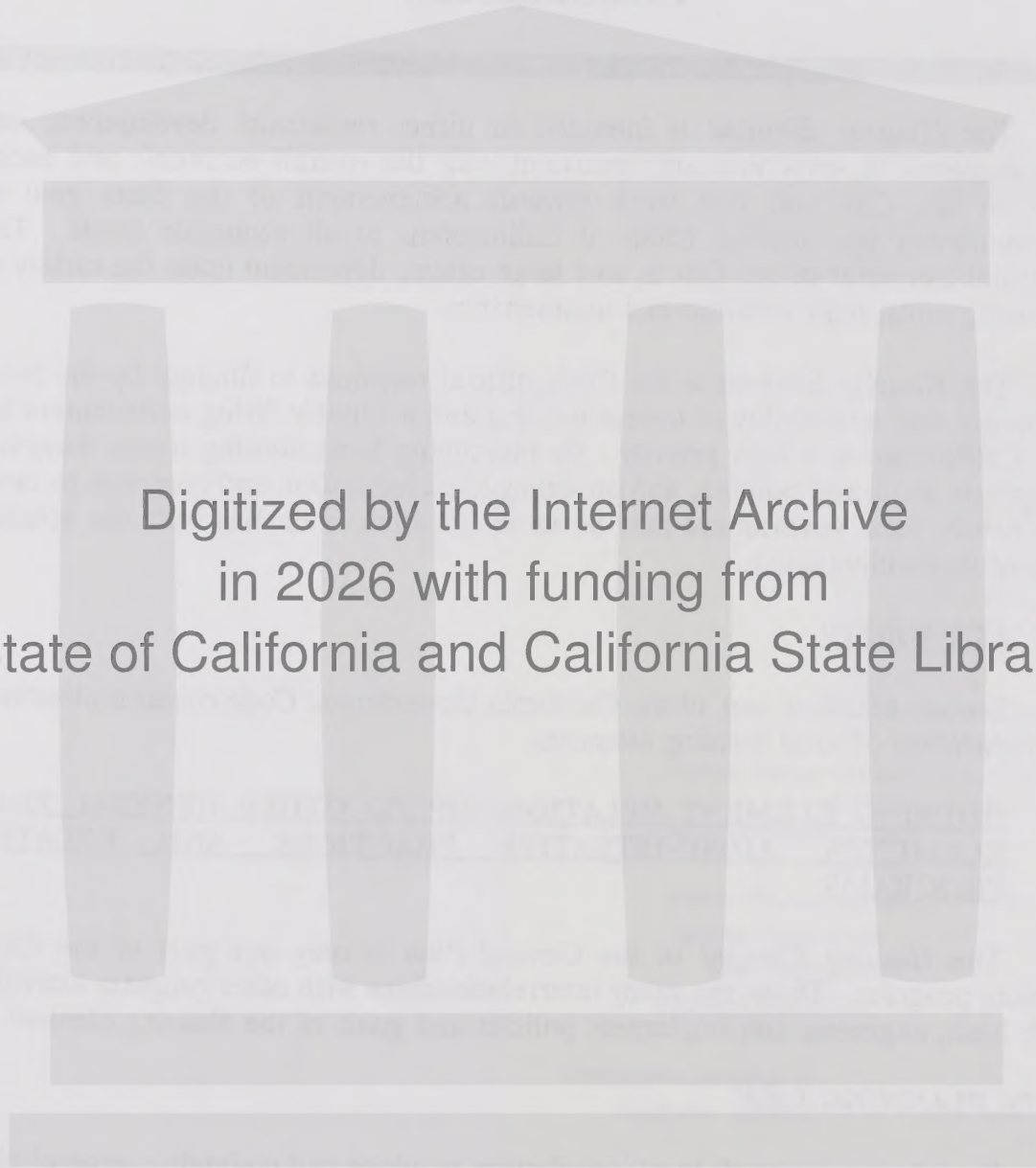
Section 65580 et. seq. of the California Government Code contains directives for preparation of local housing elements.

1.2 HOUSING ELEMENT RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS, ADMINISTRATIVE PRACTICES, AND RELATED PROGRAMS

The *Housing Element* of the *General Plan* is only one part of the City's planning program. There are many interrelationships with other program activities which limit, augment, and implement policies and goals of the *Housing Element*.

STATE PLANNING LAW

State law requires all local jurisdictions to adopt and maintain a general plan incorporating a statement of development policies and seven required elements (land use, circulation, open space, conservation, safety, noise and housing). The law also



Digitized by the Internet Archive
in 2026 with funding from
State of California and California State Library

https://archive.org/details/C124925861



effectiveness of the element. Revise the update based upon the results of the review.

2. An assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs.

3. A statement of the community's goals, quantified objectives, and policies relative to the maintenance, improvement, and development of housing.

4. A program which sets forth a five-year schedule of actions the City is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the *Housing Element* through the administration of land use and development controls, provision of regulatory concessions, and the utilization of appropriate federal and state financing and subsidy programs when available.

This *Housing Element* is composed of three distinct sections:

- **Background**, which describes existing conditions and provides data on population and housing for the City of Orland

- **Issues**, which analyzes housing affordability, social and physical conditions, constraints and opportunities in the City of Orland, and

- **Policy Plan**, which contains the evaluation of the previous *Housing Element* and sets forth goals, quantified objectives, policies and programs for the City of Orland *Housing Element*

The document also includes an Appendix which includes background information.



BACKGROUND



SECTION 2.0

BACKGROUND

2.1 POPULATION AND HOUSING UNITS

Housing information presented in this Section, unless stated otherwise, refers to the City of Orland. The population of Orland has grown substantially since 1980, at an average annual rate of 2.5 percent. A review of U.S. Census data indicates that the housing stock in the city expanded by 251 units during the period 1980-1990, an average annual increase of approximately 25 units (Table 2-1).

TABLE 2-1
TOTAL HOUSING STOCK 1980-1990
CITY OF ORLAND

YEAR	NUMBER OF UNITS	% INCREASE
1980	1,757	
1990	2,008	+14.3%

Source: U.S. Census of Population and Housing, 1980, 1990.

An examination of census data provides insight into the demand for different types of dwelling units within the city. The three basic types of housing units for which data are presented include single family units, multiple family units (which range in size from duplexes to larger apartment complexes containing several units), and mobilehomes located in mobilehome parks and on individual lots.

The predominant type of dwelling unit in Orland continues to be the conventional single family residence, followed by multiple family units. The percentage of single family dwellings declined slightly from 1980 to 1990 (from 78.4 percent to 73.9 percent of the total housing stock)(Table 2-2).

TABLE 2-2
TOTAL DWELLING UNITS BY TYPE OF STRUCTURE
CITY OF ORLAND
1980-1990

DWELLING TYPE	1980		1990		1980-1990
	Units	% of Total[1]	Units	% of Total	% Change
Single Family	1,377	78.4	1,484	73.9	+7.8
Multi-Family	363	20.7	425	21.2	+17.1
Mobilehomes/Other[2]	17	0.9	99	4.9	+482.4
Total Year-Round Dwelling Units	**1,757**	**100.0%**	**2,008**	**100.0%**	**+14.3**

1 Percentages may not total 100.0% due to rounding.
2 The City of Orland questions the accuracy of 1990 figures.

Source: U.S. Census of Population and Housing, 1980, 1990.



TABLE 2-5
HOUSING TENURE 1980-1990
CITY OF ORLAND

YEAR	OWNER OCCUPIED	%	RENTER OCCUPIED	%
1980	1,025	65.2	547	34.8
1990	1,144	59.8	769	40.2

Source: U.S. Census of Population and Housing, 1980, 1990.

2.2 HOUSING CONDITION

A housing condition survey of the City of Orland was conducted in 1991 by the Community Housing Improvement Program (CHIP) of Chico. This survey was conducted to assess the condition of the City's housing stock for the purposes of updating the City's *Housing Element*, and as the first step required to proceed with the application process for housing improvement funding from a variety of sources. The survey determined the total number of housing units, the number of substandard housing units and the degree to which the substandard housing units are in need of rehabilitation.

A updated Housing Conditions Survey was conducted in February 1996 by the Community Action Division of Glenn County's Human Resources Agency.

The survey methodology used was developed from a standard State of California, Housing and Community Development Department (HCD) Community Development Block Grant (CDBG) program survey format. Housing units assessed using the HCD format are rated utilizing the following categories:



A review of the surveys raised questions regarding the dramatic difference in the number of substandard units reflected in the 1991 survey versus the 1996 survey, as reflected in the following chart:

Category	1991	1996	Extrapolated 1996
In need of minor rehab.	105	380	461
In need of moderate rehab.	62	177	215
In need of substantial rehab.	10	3	4
Dilapidated	7	14	17
Total Substandard Units	184	574	697
Total units suitable for rehab.	177	560	680

In 1996, 697 units (31.68%) of the total (2,200) are substandard and 680 units (30.91%) of the total (2,200) are suitable for rehabilitation. (Table 2-6A)

This represents an increase from 184 units (8.71%) of the total (2,112) units substandard in 1991.

This increase, however, was predicted by the 1991 report. The report stated:

"According to the 1980 census, 21% of the housing units in Orland were built prior to 1939 and 70% were built prior to 1970. Based upon the survey (1991) and considering their age, most of the single family housing units are in very good condition throughout the City. However, as these older homes age over the next few years, they will rapidly fall into the substandard category."

TABLE 2-6
CITY OF ORLAND HOUSING CONDITION SURVEY
SURVEY RESULTS

HOUSING TYPE	SUBSTANDARD	STANDARD	TOTAL	PERCENT
Single Family Units	569	878	1,447	99.4
Multi-Family Units (2-4 units)	3	3	6	.40
Multiple Family Units (>5 units)	0	0	0	0
Mobilehomes	2	2	4	.20
Total Units	**574**	**883**	**1,457**	**100.0**

Source: Housing Condition Report, 1996.

TABLE 2-6A
CITY OF ORLAND HOUSING CONDITION SURVEY
EXTRAPOLATED RESULTS
USING 1995 DEPARTMENT OF FINANCE DATA

HOUSING TYPE	SUBSTANDARD	STANDARD	TOTAL	PERCENT
Single Family Units	633	978	1,611	73.2
Multi-Family Units (2-4 units)	8	293	301	13.7
Multiple Family Units (>5 units)	12	187	199	9.0
Mobilehomes	44	45	89	4.1
Total Units	**697**	**1,503**	**2,200**	**100.0**

Source: Housing Condition Report, 1996.

TABLE 2-8
CITY OF ORLAND HOUSING CONDITION SURVEY
CONDITION OF SUBSTANDARD UNITS

CONDITION	# OF UNITS	% OF UNITS
In need of minor rehabilitation	380	66.2%
In need of moderate rehabilitation	177	30.8%
In need of substantial rehabilitation	3	.6%
Dilapidated (not suitable for rehab)	14	2.4%
Total Substandard Units	**574**	**100%**

Source: Housing Condition Report, 1996.

TABLE 2-8A
CITY OF ORLAND HOUSING CONDITION SURVEY
CONDITION OF SUBSTANDARD UNITS
EXTRAPOLATED RESULTS

CONDITION	# OF UNITS	% OF UNITS
In need of minor rehabilitation	461	66.2%
In need of moderate rehabilitation	215	30.8%
In need of substantial rehabilitation	4	.6%
Dilapidated (not suitable for rehab)	17	2.4%
Total Substandard Units	**697**	**100%**

Source: Housing Condition Report, 1996.

TABLE 2-10
CITY OF ORLAND HOUSING CONDITION SURVEY
CONDITION OF SUBSTANDARD MULTI-FAMILY UNITS

CONDITION	# OF UNITS	% OF UNITS
In need of minor rehabilitation	19	95%
Dilapidated	1	5%
Total Substandard Multi-Family Units	20	100%

Source: Housing Condition Report, 1991.

TABLE 2-11
CITY OF ORLAND HOUSING CONDITION SURVEY
CONDITION OF SUBSTANDARD MOBILEHOME UNITS

Condition	# of Units	% of Units
In need of minor rehabilitation	22	50%
In need of moderate rehabilitation	20	45%
In need of substantial rehabilitation	1	45%
Dilapidated	1	2.5%
Total Substandard Mobilehome Units	**44**	**100%**

Source: Housing Condition Report, 1991.



2.3 SPECIAL NEEDS

State housing law requires that the special needs of certain disadvantaged groups be addressed in the *Housing Element*. The needs of the elderly, disabled, large families, female heads of household and farm workers are described below. Table 2-13 indicates that 856 residents or 16.9 percent of the total population, were 65 years of age or older in 1990, compared to 634 persons in 1980.

Table 2-14 indicates the number of persons in 1980 who had disabilities that either restricted working or restricted them from using public transportation. It should be noted that the listing of those persons with transportation disabilities also includes a large number of persons 65 years or older. As indicated, 11.7 percent of Orland households contained members who have work limitations because of a disability. Figures for transportation disabilities for 1990 are not available.

Large families are indicative of those households that require larger dwellings to meet their housing needs. Table 2-15 indicates the numbers and percentages of those households that had five or more members in 1980 and 1990.

Families with female heads of household experience a higher than average incidence of poverty as well. Table 2-16 lists the numbers and percentages of female-headed households for 1980 and 1990 (U.S. Census, 1990).

TABLE 2-15
LARGE FAMILIES 1980-1990
CITY OF ORLAND

	1980 Housing Units (Occupied)			1990 Housing Units (Occupied)		
Household Type	Owner	Renter	Total	Owner	Renter	Total
Total Housing Units	1,025	547	1,572	1,144	769	1,913
Large Families (5+ persons)	99	54	153	122	84	206
Rate of Large Families (%)	9.6	9.8	9.7	10.7	10.9	10.8

Source: U.S. Census of Population and Housing, 1980, 1990.





ISSUES



SECTION 3.0

ISSUES

3.1 BACKGROUND

In 1983, the City of Orland adopted the *Tri-County Housing Element* which was prepared by the Tri-County Planning Council. The *Tri-County Housing Element* was a regional approach to meeting State and local housing objectives through a cooperative effort between Glenn, Colusa and Tehama counties and the cities within those counties. This served as The City's *Housing Element* until 1984, when a revision was undertaken to reflect specific changes for the City of Orland. The counties and other cities are responsible for maintaining their own respective housing elements. In 1990, the City of Orland amended the *Housing Element* to extend its time frame from 1990 to 1992. In 1996 they amended the Housing Element to include data from the 1996 Housing Condition Survey.

Unlike other general plan elements, the time frame for adoption and updates of housing elements is specified in State law. The City of Orland is required to adopt a *Housing Element* update which has a planning period of five years (1992-1997).

3.2 SPECIFIC CONCERNS

3.2.1 PROVISION FOR EXISTING AND PROJECTED HOUSING NEEDS FOR ALL ECONOMIC SEGMENTS OF THE COMMUNITY

Like most other areas of the State, the City of Orland's goal of providing a decent home and suitable living environment for every family has not yet been achieved. The following analysis of current housing conditions documents the City of Orland's housing needs relative to various segments of the population.

Housing need is a complex issue, consisting of at least three major components: housing affordability, housing quality, and housing quantity. In addition, certain segments of the population have traditionally experienced unusual difficulty in obtaining adequate housing. Those unusual difficulties



- Overpayment: When housing prices rise, lower income households must be satisfied with less house for the available money. This can result in overcrowding which places a strain on physical facilities, does not provide a satisfying environment, and eventually causes conditions which contribute to both deterioration of the housing stock and neighborhoods. Buying a new home has become a major obstacle for many families, particularly first-time home buyers.

  The 1990 Census provides information regarding the numbers of Orland residents overpaying (paying more than 25 percent of their income for housing). Tables 3-1 and 3-2 below present the number of households by tenure (owner and renter) who are overpaying. Lower-income households are defined as those at or below 80 percent of median income. The median household income for Orland in 1990 was $19,453; 80 percent of median income would be $15,562. Therefore, the first category (Less than $10,000) and approximately 55 percent of the second category ($10,000 - $19,999) in the tables include the lower income households, and the three categories showing lower-income households paying 25 percent or more of their income for housing represent those overpaying. A total of 180 lower income owner households in Orland, or 18.8 percent of all owner households, are therefore determined to be overpaying. If 30 percent of income is used as the measure of overpayment, the figures are 127 and 13.2 percent, respectively (Table 3-1).

  For renter households, 342 lower-income households (46.5 percent) are paying over 25 percent of household income for housing, while 275 households (37.4 percent) are paying over 30 percent for housing (Table 3-2). Not surprisingly, the number and percentage of renter households overpaying is significantly greater than the number and percentage of owner households overpaying.

  The 1991 study prepared by the Community Housing Improvement Program (CHIP), *The Need for Migrant Housing in Northern Glenn and Southern Tehama Counties*, reported that 92 percent of migrant farmworkers are paying 37 percent or more of their income for housing costs. The study concludes that migrant workers are paying an

TABLE 3-2
HOUSEHOLD INCOME BY GROSS RENT AS A PERCENTAGE OF HOUSEHOLD INCOME
CITY OF ORLAND

HOUSEHOLD INCOME	PERCENTAGE OF INCOME					TOTAL
	0-19%	20-24%	25-29%	30-34%	35%+	
Less than $10,000	0	9	44	31	168	252
$10,000 - $19,999	25	56	42	24	114	261
$20,000 - $34,999	91	21	18	9	0	139[1]
$35,000 - $49,999	55	0	0	0	0	55[2]
$50,000 or more	29	0	0	0	0	29

[1] Total does not include 19 units not computed.
[2] Total does not include 5 units not computed.

Source: 1990 Census of Population and Housing Summary Tape File 3 (corrected).





and female heads of household are described below; the needs of farmworkers and migrant workers are described in Section 3.4 below.

- Elderly Persons: The special housing needs of the elderly are an important concern since they are likely to be on fixed incomes or have low incomes. Besides this major concern, the elderly maintain special needs related to housing construction and location. The elderly often require ramps, handrails, lower cupboards and counters, etc., to allow greater access and mobility. They may also need special security devices for their homes to allow greater self-protection. The elderly have special locational needs, including access to medical and shopping services and public transit. In some instances the elderly prefer to stay in their own dwellings rather than relocate to a retirement community, and may need assistance to make home repairs.

  While not limited to the elderly, Glenn County's weatherization program helps meet the housing needs of elderly residents. According to the Glenn County Community Services Department, in the City of Orland, 102 units were weatherized in 1989, 196 units in 1990, 362 units in 1991 and 32 units in 1992. The large number of units weatherized in 1991 was the result of a contract with PG&E known as the Energy Partners Program; the Department anticipates that the number of units that will be weatherized in future years will be close to the number of units weatherized in 1992 (32 units).

  Table 2-13 of Section 2.0 indicates that 634 residents, or 15.7 percent, of the population was age 65 or over in 1980, as compared with 856 residents, or 16.9 percent, in 1990, consistent with a national and statewide trend toward a growing elderly population.

- Disabled Persons: There are many types of disabilities and definitions are not simple. Local governments utilize the definition of "handicapped" person as contained in Section 22511.5 of the California Administrative Code for vehicle and building code enforcement.

  Disabled persons often require specially designed dwellings to permit free access not only within the dwelling, but to and from the site. Special modifications to permit free access are very important. Title



Information available from the Glenn County Social Services Department on households receiving housing assistance is not broken out between the cities and unincorporated area. According to the Social Services Department, there are 654 female-headed households receiving Aid to Families with Dependent Children (AFDC) in December 1992 in Glenn County; the number of those households residing in Orland is estimated by the City to be 131. For the county as a whole (the cities of Willows and Orland and the unincorporated area), there are 65 Section 8 existing housing vouchers for rental assistance, with a waiting list of 117.

- Homeless: Housing programs for the homeless are generally targeted for two client groups as follows:

  - Local residents in need of emergency and/or long-term shelter and

  - Transients

Transients requiring housing generally only require short-term or emergency shelter.

No homeless individuals were counted by the 1990 Census within the City of Orland. An inventory of homeless persons in the unincorporated portions of Glenn County was conducted by the Glenn County Sheriff's Department during the first two weeks of September 1991. The Sheriff's Department conducted this survey between the hours of 2 a.m. and 6 a.m. every day. The survey identified two male persons camping within automobiles. These individuals, however, appeared to be transient since they did not remain at the identified site for more than one night. In December 1992, the Department of Social Services reported that there were 9 homeless persons receiving assistance countywide (5 placed in temporary housing and 4 in permanent housing). Information specific to the City of Orland was not available.

The housing needs of the homeless have become an ever increasing problem. The County of Glenn administers programs to meet the



nights. These programs help people from both the cities of Willows and Orland as well as people from the unincorporated area of Glenn County.

The Community Services Department reports that there is an increasing demand for these funds. They are often pressured to allocate these funds before the funds are received. The gap in service is being filled by a Memorandum of Understanding with Catalyst-Women's Advocates, Inc. and Community Action Agency of Butte County.

The Catalyst-Women's Advocates Program in Chico is directed to help battered wives and their children. This program provides shelter as well as services to battered wives and their children. The Community Action Agency of Butte County will accept referrals from Glenn County for their transitional shelter located at 2505 The Esplanade in Chico. This transitional facility will allow families to be sheltered up to six months while waiting for permanent shelter.

Glenn County Social Services Department: The Glenn County Social Services Department administers a State funded homeless program. The applicant is eligible for a maximum sixteen days housing every 24 month period. Usually, these people will have eviction notices. The Social Services Department has a computer tie-in with other State agencies to prevent people from garnering excess benefits by moving from one area to another. For the month of July 1991, Glenn County had three transfer cases.

The total number of cases for July 1991 was 32. All of these cases were also receiving Aid to Families with Dependent Children (AFDC). The 32 cases benefitted 30 adults and 48 minors. For the previous fiscal year, July 1990 through June 1991, this program made provisions for 2,313 nights for approximately fifty people per month. In December 1992, the Department of Social Services reported that there were 9 homeless persons receiving assistance countywide (5 placed in temporary housing and 4 in permanent housing). Information specific to the City of Orland was not available.



- The goal of the Orland Area Plan is to promote an orderly pattern of community development consistent with economic, social and environmental needs.

The City's *Land Use Element* designates 742 acres of land allowing residential densities of one unit per acre or more.

The multiple family residential zoning categories of the Orland *Zoning Ordinance* (Residential Multiple Family (R-3) and Apartment-Professional (R-4) zones) allow single family and multiple family dwellings. Boarding and rooming houses, which include shelters for the homeless, require a conditional use permit in the R-3 Zone, and are a permitted use in the R-4 Zone. Requirements for a conditional use permit for a homeless shelter are not more restrictive than for any other use requiring a conditional use permit. The process normally takes approximately two to three weeks with a conditional use permit processing fee of $60.00.

The R-3 and R-4 zones provide for the development of apartments as a permitted use. Apartment units used as temporary shelter are permitted in Orland's R-3 and R-4 zones.

Temporary housing utilizing a hotel or a motel for the homeless is also permitted in the R-3 Zone, the Community Commercial (C-2) Zone, the Limited Industrial (M-L) Zone and Heavy Industrial (M-H) Zone with a conditional use permit, and as a permitted use in the Highway Service Commercial (C-H) Zone.

Information presented in Section 2.0 documented recent growth which has occurred in Orland's population and housing stock. Between 1980 and 1990, the population has increased by 25 percent, while the total number of housing units has grown by 14.3 percent. Long-range projections indicate that the total population of Orland will expand from 5,052 in 1990 to 5,795 in 1997. The total number of households in Orland generated by this growth is predicted to expand from 1,937 in 1991 to approximately 2,229 in 1997 (Tri-County Planning Council, 1992).

The Tri-County Planning Council is required to determine housing market areas for the Tri-County Planning Area (consisting of Colusa County, Tehama



Notice indicates the owner's intent to prepay the federally-subsidized mortgage or voluntarily terminate mortgage insurance.

Under the provisions of LIHPRHA, owners of prepayment-eligible projects can choose to retain ownership in exchange for financial incentives, or sell their properties under a voluntary sale program. When owners choose to sell, tenants, nonprofit organizations and governmental agencies are provided with an exclusive 12-month negotiating period. Prepayment and conversion of the housing to non-low-income use can still occur in some cases, particularly when there is no buyer willing to purchase a project, or when HUD does not have sufficient funding to provide incentives. The intent of LIHPRHA is to preserve assisted units by providing the owners an alternative means of realizing a reasonable return on their investments.

A summary of the mechanics of LIHPRHA prepared by the California Housing Partnership Corporation (June 1991) describes the process as follows:

> Under the Act, an owner may file a first notice of intent up to two years prior to the scheduled prepayment date. The notice indicates the owner's preliminary decision regarding sale versus stay-in with incentives. After the owner files the notice, both HUD and the owner commission separate appraisals. A third appraisal may be necessary if HUD's and the owner's differ significantly. The appraisal determines the fair market (unrestricted) value of the project as residential rental property, as well as the highest and best use value of property, if different. The appraisal discounts only for the reasonable costs of conversion to market rate housing or other uses.
>
> Based on the appraised value, HUD calculates the rents necessary to provide owners with an 8 percent annual return on their recalculated equity. If HUD can provide the owner with this return without exceeding the federal cost limits, the owner may either: 1) file a Plan of Action seeking incentives to provide the 8 percent return; or 2) offer the project for sale to nonprofit entities, tenants and public bodies for a 12 month negotiation period, and other purchasers for an additional 3 months ("voluntary sale"). If the owner chooses to sell, he or

Plans of Action will require the housing to remain affordable for its useful life. At the end of 50 years from the execution of the Plan of Action, however, an owner may petition HUD for a determination that the useful life of the property has ended.

According to the Farmers Home Administration (FmHA), there are four FmHA-financed housing projects in the City of Orland, which all have restrictive use provisions for twenty years or more from the date of construction, as indicated below:

Orland Arbor (constructed 1986)
Orland Manor (constructed 1982)
Shasta Gardens (48 units, constructed 1980)
Orland Senior Apartments (50 year restriction)

The only project that has the potential to convert within the ten-year time frame is Shasta Gardens in the year 2000 (Farmers Home Administration, pers. comm., October 1992). Its risk of conversion will be analyzed in detail in the City's 1997 *Housing Element* update. The owners of Orland Arbor are currently in the process of adding units to the development.

Cost Analysis. As described above, LIHPRHA provides incentives for Section 236 projects, including provision of mortgage loan insurance on acquisition loans for up to 95 percent of equity to priority purchasers. No appraisal or other figure is available yet to estimate the current market value of the Kevin Arms property; therefore, there is no current estimate for the cost to a nonprofit corporation or public entity to provide the 5 percent equity. The project was constructed in 1973, and it can be assumed that maintenance costs are not likely to be low. Therefore, rental income and HUD Section 8 subsidies may not defray total monthly mortgage and maintenance costs.

Tables 3-3 and 3-4 below present the maximum replacement construction costs allowed by HUD for new elderly housing construction and public housing development. Using these figures, the cost of replacing the Kevin Arms project can be approximated. This estimate is the highest cost per unit HUD will allow for new construction, which is the worst-case scenario:

TABLE 3-3
MAXIMUM REPLACEMENT COSTS
ELDERLY HOUSING DEVELOPMENT[1]

NUMBER OF BEDROOMS	MAXIMUM COST PER UNIT
Studio	$47,374
1	$54,622
2	$65,874
3	$84,319
4	$93,935

[1] For multi-family construction in 1991 dollars.
Source: Yuba City Housing Element Amendment, 1992, from U.S. Department of Housing and Urban Development, pers. comm., June 1992.

TABLE 3-4
MAXIMUM REPLACEMENT COSTS
PUBLIC HOUSING DEVELOPMENTS[1]

NUMBER OF BEDROOMS	MAXIMUM COST PER UNIT
1	$44,550
2	$58,000
3	$72,600
4	$87,150

[1] For multi-family construction in 1991 dollars.
Source: Yuba City Housing Element Amendment, 1992, from U.S. Department of Housing and Urban Development, pers. comm., June 1992.



regulatory concessions or incentives to developers of projects with 20 percent of units reserved for lower income households; designation of housing opportunity sites (also known as inclusionary zoning); requiring developers of commercial and industrial projects to contribute to the development of affordable housing for employees; use of land write-downs or sale of surplus lands for affordable housing; development agreements for developers to provide public facilities in exchange for certain development rights such as land use changes and density increases; fast-track processing for low- and moderate-income housing projects; and adoption of redevelopment plans that provide for housing set-asides of 20 percent.

While these examples may not represent direct costs to the local government, the cost in terms of staff time and resources is not acknowledged. Especially in a small city such as Orland, the administration of relatively complex State and federal housing programs would require a fairly significant staffing commitment from a department or departments which already operates with limited staff. Another concern is the cost of programs which require developer participation. In an area with comparatively low property values, the type and scale of proposed developments most often will not support the types of exactions that are more common in metropolitan areas.

This is not to say that the City is incapable of facilitating or assisting in the provision of affordable housing, simply that proposed programs must be realistic in light of City resources. The HCD publication states that "Many localities have found that working with local nonprofit housing groups makes assisting in the development of affordable housing much easier and more effective."

The City of Orland has worked cooperatively over the years with the Community Housing Improvement Program (CHIP), a nonprofit housing corporation, to accomplish a number of housing objectives. CHIP has worked with families to construct virtually all of the self-help housing in Glenn County, and is currently undertaking a 40-unit project in the City of Orland. CHIP has constructed multiple family dwellings and assisted in the administration of Community Development Block Grants (CDBG) for housing rehabilitation. CHIP has also prepared the City of Orland's *Housing Condition Report* and the study entitled *The Need for Migrant Housing in Northern Glenn and Southern Tehama Counties.*



low incomes, large families, and other conditions encourage overcrowding, especially during the harvest season when migrant farm workers expand the local labor force and compete for housing accommodations.

3.4 FARMWORKER AND MIGRANT WORKER HOUSING NEEDS

The State of California Employment Development Department (EDD) reported that in 1988, 1,375 persons were directly employed in agriculture in Glenn County; in 1993, the figure is forecast to remain the same. The figures include farmers and unpaid family members and do not include a breakdown of the permanent and seasonal workforce or a figure for incorporated cities. The State of California defines seasonal employees as those who are employed fewer than 150 consecutive days by the same employer. Seasonal workers may be migratory or they may be persons or family members who are temporarily employed but permanently located in Glenn County. The State defines a local worker as a seasonal laborer who resides close enough to the job site to return home each night.

Farmworker and migrant worker housing needs are one of the more important housing issues in Orland because of Glenn County's agriculture-based economy. According to the County's 1989 *Housing Element*, there is no housing allocated specifically for seasonal farmworkers, leading to temporary conditions of overcrowding in conventional housing which is rented to seasonal workers. Housing shortages may exist during peak seasonal labor periods when a large influx of migrant workers occurs, such as during the olive harvest. During these periods, every form of temporary, substandard and standard shelter may be occupied.

The Department of Housing and Community Development contracted with the Community Housing Improvement Program (CHIP) in 1991 to conduct an assessment of migrant housing needs in northern Glenn and southern Tehama counties. Two surveys were conducted to collect data for the study: in-field interviews with migrant laborers and a grower survey, both conducted during the 1991 fall harvest season. Results of the surveys are reported for both counties, and are not provided for Orland alone.

The purpose of the migrant worker survey was to:

- determine the adequacy, availability and cost of housing in which farmworkers reside in Glenn and Tehama counties



The statistics for provision of housing by growers in Glenn and Tehama counties indicate that one third of the growers provide housing. Of that third, only 3 percent provide housing for seasonal workers and 2 percent provide housing for migrant workers. Glenn County has no registered labor camps. The study estimates that, based on an estimated range of 1,589 to 12,712 migrants employed in both counties during peak harvest season, between 1,340 and 12,463 beds are needed for migrant housing.

3.5 GOVERNMENTAL CONSTRAINTS

Governmental constraints on housing are potential and actual policies, standards, requirements, or actions imposed by the various levels of government or development which constrain the maintenance, improvement and development of housing. Although federal and State programs and agencies play a role in the imposition of governmental constraints and increases in housing costs, they are generally beyond the influence of local government and cannot be effectively addressed in this document.

An analysis of potential local governmental constraints in Orland is presented below. HCD has indicated that, for each policy or procedure identified as a constraint, the *Housing Element* should include a program to eliminate or modify the constraint or demonstrate how it will be offset by another policy or program. When a city or county determines that it is inappropriate or not legally possible to remove a potential constraint (e.g. for public health and safety reasons), the analysis used to reach that conclusion should be presented.

3.5.1 LAND USE CONTROLS

Land use controls are basically minimum standards included within the City's zoning and land division ordinances. Zoning regulations control such features as height and bulk of buildings, lot area, yard setbacks, population density, building use, etc. If zoning standards are too rigid and do not allow sufficient flexibility, housing development costs could increase, and interest in development may decrease. The *Land Division Standards* governs the process of converting raw land into building sites. They allow the City to control the internal design of each new subdivision so that its pattern of streets, lots, public utilities, and any amenities will be safe, pleasant and economical to



Minimum Lot Width: 60 feet (interior lots)
70 feet (corner lots)
Maximum Lot Depth: 3 times lot width
Maximum Ground Coverage: 40%
Minimum Yards: Front - 20 feet
Rear - 20 feet
Side - 5 feet
Maximum Building Height: 25 feet

Zone: R-3 (Residential Multiple Family)
Principal Permitted Uses: Single-family and two-family dwellings, dwelling groups and multiple dwellings for not more than 4 families
Minimum Lot Area: 6,000 square feet, but not less than 1,500 square feet per unit
Minimum Lot Width: 60 feet
Minimum Lot Depth: 3 times lot width
Maximum Ground Coverage: 60%
Minimum Yards: Front - 20 feet
Rear - 15 feet
Side - 6 feet
Maximum Building Height: 25 feet
Other: Minimum separation of 12 feet between dwelling groups and front of dwelling and side parcel line

Zone: R-4 (Apartment-Professional)
Principal Permitted Uses: Single-family, two-family and multiple dwellings and dwelling groups; professional offices
Minimum Lot Area: Same as R-3
Minimum Lot Width: Same as R-3
Maximum Lot Depth: Same as R-3
Maximum Ground Coverage: Same as R-3
Minimum Yards: Same as R-3 except side yards are a minimum of 10 feet
Maximum Building Height: 45 feet



- The *Zoning Ordinance* allows planned developments. A planned development may deviate from the zoning regulations for height, area, width, coverage and yard requirements when the overall development will be improved by a deviation from such regulations.

- The *Zoning Ordinance* allows a second residential dwelling unit in the Residential One-Family (R-1) Zone provided they meet certain standards. This has increased the sites available for rental housing by allowing higher density development on standard residential lots. The second dwelling unit is a useful tool for providing housing for people with special needs such as the elderly and low-income families.

- The *Zoning Ordinance* allows mobilehomes in all residential zones provided they meet certain standards. The standards apply to all residential dwellings to ensure compatibility with the community character. In 1984, the City amended the standards to reduce the required roof overhang. Planned mobilehome parks are allowed, with a conditional use permit, in the Highway Service Commercial (C-H), Limited Industrial (M-L), and Heavy Industrial (M-H) Zones.

- The City does not have a park land dedication or in-lieu fee provision in the *Land Division Standards* ("Quimby" ordinance) for park land acquisition and development, which would apply only to new residential development.

- The City has adopted an areawide parcel assessment to fund operation and maintenance at existing park and recreational facilities. The assessment was deemed legal and proper by the State Supreme Court.

3.5.2 BUILDING CODES

Building codes regulate the physical construction of dwellings and include plumbing, electrical and mechanical divisions. The City adopts and follows the Uniform Building Code as established by State law, and operates a one-stop building permit processing procedure. Also refer to Sections 3.5.4 and 3.5.5 below. The City has determined that it is not legally possible or safe to



are very low in comparison to fees charged by other counties and cities in the region, and may well be among the lowest in the State. The current fee schedule is included in Appendix A of this document. However, the City is not the only public agency which imposes fees on new development. Impact fees are also charged by school districts and the State (for review of environmental documents by the Department of Fish and Game). In addition to sewer and water hookup fees, fees are normally charged for future water system expansion and sewer treatment plant expansion based on each development's share of projected costs.

By law, fees cannot exceed the cost of providing the particular facility or service for which they are charged. Application fees for development projects in Orland do not even cover the City's costs. It is not feasible or realistic for the City to further reduce fees and continue to provide necessary and mandated services. Building permit fees are as established by the currently adopted edition of the Uniform Building Code, and charges are consistent with most cities and counties. Planning and building fees are therefore determined not to pose a constraint to the development of housing for all income groups.

3.5.5 DEVELOPMENT PROCESSING

The development process for the City of Orland is described in the City's *Zoning Ordinance* (for zone changes, variances and conditional use permits) and *Land Division Ordinance* (for parcel maps, subdivision maps, lot line adjustments and certificates of compliance).

Applications are processed in an expeditious manner within State-established time limits. As an example, tentative parcel maps and conditional use permits can be approved in as little as two months if the required information is supplied at the time of application. The Building Department usually completes plan checking within two weeks, a significantly shorter period than most other city building departments in California. Most residential projects do not require environmental impact reports, the most time-consuming process. Development processing is therefore determined not to pose a constraint to the development of housing for all income groups.



process has been complicated by changes in federal law and State caps on the amount of bonds that can be issued statewide. State and federal mortgage subsidy programs are available at various times to qualifying projects and developers. While mortgage interest rates are currently at their lowest point in twenty years, as stated above, the availability of construction and development financing is very tight, primarily in response to savings and loan institution failures and foreclosed development projects on the national level.

3.6.2 PRICE OF LAND

According to the California Building Industry Association, the cost of land represents an ever-increasing proportion of the total housing development cost. In 1980, land cost represented approximately 30 percent of the cost of a new home in California, but by the end of the decade that component accounted for nearly 35 percent of the costs. In Orland, land costs are still very reasonable compared to other, similar areas in California.

Improved vacant lots for single family homes ranged from $15,000 to $40,000. The average cost of a multiple family lot is difficult to estimate due to the small number and unique characteristics of such lots (most are located within the cities of Willows and Orland). One multiple family lot, 184' x 260', was listed at $119,000 which could accommodate approximately 13 units under the current zoning.

Measures available to local government to address land costs include the use of redevelopment funds to write down land costs, and development of housing by a nonprofit corporation such as a Housing Authority. Use of surplus government-owned land for housing is an option not often available to a small city, due to a general lack of suitable publicly-owned land. However, this option should be kept in mind when such an opportunity occurs. Finally, attempting to stabilize or reduce land prices through increasing the supply of available land can only be effective if a full range of public services and facilities are available at a reasonable cost.

3.6.3 COST OF CONSTRUCTION

Rising costs of labor and materials have contributed to nongovernmental constraints on housing development and improvement. These costs, plus



budget to housing costs. In order to remain in the housing unit of their choice, some residents pay such a large portion of their income on housing that they are unable to purchase other basic necessities. In the case of a large family, lack of sufficient income usually restricts housing choice to a dwelling which is inadequate for their needs in size and quality. For many other households with sufficient income to purchase quality housing, choice of housing location is sometimes not available because appropriate housing at acceptable cost is not equally dispersed geographically throughout the county or within individual communities.

Although inadequate geographic distribution of affordable housing within a community or region is an important constraint, discrimination due to race, religion, or ethnic background is an equally significant factor affecting equal housing opportunity. Actions which result in illegal discrimination in the rental or sale of housing violate State and federal laws and should be reported to the proper authorities for investigation. The State agency responsible for investigation of housing discrimination complaints is the State Department of Fair Employment and Housing.

3.8 RESIDENTIAL LAND RESOURCES

In order to properly plan for future housing needs, undeveloped lands available for housing must be inventoried. Table 3-5 below presents the total acres of vacant land potentially suitable for residential development. Development of vacant bypassed lands within Orland can be encouraged by the City through *General Plan* policies in order to protect agricultural lands on the fringes and provide greater utilization of existing infrastructure.

State law requires that zoning be consistent with adopted general plans (except charter cities). Orland's undeveloped lands must be zoned in accordance with the present *Land Use Element*. Development potential may be determined based on the maximum allowable density of each General Plan designated area. Table 3-5 includes estimated holding capacity for the city based on existing land use plans. The City is currently revising its *Zoning Ordinance* to comply with its *General Plan*.



TABLE 3-5
EXISTING VACANT LAND AND POPULATION HOLDING CAPACITY CITY OF ORLAND[1]

ZONING	ACRES OF VACANT LAND	DWELLING UNIT CAPACITY[2]	POPULATION HOLDING CAPACITY[3]
R-1[4]	97.5	343	895
R-1	56.3	280	731
P-D[5]	48.8	244[6]	637
R-3	4.5	54	141
R-4-D	4.0	48	126
TOTAL	**211.1**	**969**	**2,530**

1 Within existing city limits. Additional area is available for annexation and development within the Orland Planning Area.

2 Assumes maximum density allowed under *General Plan.*

3 Based on 1990 average household size of 2.61.

4 Land with tentative or final map approval which reflects approved lots.

5 Density allowed under PD zoning regulations is dictated by underlying land use designation. There are currently 48.8 acres zoned PD with an underlying residential general plan designation.

6 The PD zone allows a mix of housing types (single and/or multiple) not to exceed the density allowed in the underlying land use designation, for example: a mix of 70% or 170 single family units and 30% or 74 multiple units; or 100% or 244 multiple units.

Source: City of Orland, City of Orland Zoning Ordinance and Map, Orland Area General Plan



Land Use Designation	Zoning Category	Minimum Lot Size	Density in Units per Acre
RH (High Density Residential)	R-4 Zone	6,000 sq. ft.	12
Any	PD Zone	-	5-12

Source: City of Orland Zoning Ordinance and City of Orland Land Use and Circulation Element.



POLICY PLAN



SECTION 4.0

POLICY PLAN

4.1 BACKGROUND

The purpose of the *Housing Element* of the *General Plan* is to direct residential development consistent with the social and economic values of the City of Orland, as well as with the State's goal of providing adequate housing to all residents of California. The thrust of this Element is to comply with the housing requirements of both the State and the Tri-County Planning Council, as appropriate staff levels and funding resources become available to the City. The policy statements in this section promote the rehabilitation of the existing housing stock; encourage the increase of housing opportunities by reevaluating both governmental and non-governmental constraints; and direct the City to use appropriate State and federal financing and subsidy programs when available. It is envisioned that the diversity of housing types and opportunities will increase as growth and development occur in the city. By identifying local housing needs, adopting appropriate goals and policies, and providing local legislation and programs to meet these needs, the City may be more effective in addressing the housing needs of its residents.

Government Code Section 65583 requires the *Housing Element* to include four basic components:

- A review of the previous *Housing Element's* goals, policies, programs and objectives to ascertain the effectiveness of each factor and the overall effectiveness of the Element. This review is presented below.

- An assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs. This assessment can be found in Sections 2.0 and 3.0.

- A statement of the City's goals, quantified objectives, and policies relative to the maintenance, improvement, and development of housing. These policy statements are presented below.



The draft Housing Element has been widely disseminated throughout the community. Copies of the document and notices were made available at the local library, schools, Fire Department and City Hall. Copies and notices were also sent to the Orland Water Users Association, CHIP, Caltrans, the Farm Bureau, the Glenn County Planning Department and PG&E.

A joint Planning Commission/City Council workshop was held on January 7, 1993 to review the draft Housing Element for the benefit of decision-makers and the public. A public hearing was held before the Planning Commission on January 21, 1993, and before the City Council on January 25, 1993. Notice of the hearings was published in the local newspaper, but also distributed as described above. Additional Public Hearings were held before the Planning Commission on March 21, 1996 and the City Council on April 8, 1996 to review and adopt the amended Housing Element including results of the 1996 Housing Condition Report.

4.3 EVALUATION OF THE PREVIOUS HOUSING ELEMENT

As required by Section 65588 of the Government Code, the City of Orland has reviewed its 1984 *Housing Element* and has evaluated the appropriateness of its housing goals, objectives, and policies in contributing to the attainment of the State housing goal, the effectiveness of the *Housing Element* in attainment of the City's housing goals and objectives, and the progress of the City in implementation of the *Housing Element*. The *Housing Element Update* reflects the results of this review.

By definition, a goal is an "...ideal future end, condition or state related to the public health, safety or general welfare toward which planning and planning implementation measures are directed...a goal is generally not quantifiable, time-dependent or suggestive of specific actions for its achievement" (State of California *General Plan Guidelines*, 1990). Thus, it is unlikely that the City of Orland can expect to completely achieve the goals set forth in the 1984 *Housing Element*. Nevertheless, the City has made progress toward its goals, as described in this section and below in the review of the 1984 *Housing Element* programs. The goals, which are consistent with State and national housing goals to provide a decent home and suitable living environment for every individual and family, have generally been incorporated into this *Housing Element* update due to their continuing worthiness as an expression of community values.



Action 2. *Provide local developers with referral information, contacts and guidance regarding available federal, state and local housing programs. Active support will be given to those programs which are privately initiated.*

Orland City staff has provided several interested developers with information and referral and technical assistance regarding available federal, State and local housing programs, including the developers of the Orland Arbor and Cortina Gardens projects. These duties have been added to the City Clerk's duties.

Action 3. *Expand administrative and/or service system capacities where necessary to provide adequate housing opportunities. Improve the existing sewer and water systems to make more sites available for housing. Revise the Land Use and Circulation Elements of the General Plan. Undertake strategies to remove government and market constraints on the provision of adequate housing opportunities.*

The City applied for and received a CDBG grant for $600,000 in 1984 to construct separate industrial discharge treatment facilities. With the removal of industrial wastewater from the domestic wastewater treatment plant in 1985, it can now serve additional housing units. Since the 1984 *Housing Element* was adopted, the City has also increased the capacity of the water system by adding two new wells, one in 1984 and one in 1991.

The City updated the *Land Use and Circulation Elements* of its *General Plan* in 1985 and in 1991 to include policy statements encouraging additional residential development, and designating additional lands for residential development. These policy statements include the following:

- The goal of the Orland Area Plan is to provide for the anticipated growth of the City of Orland to the year 2000 and for the expected population of 8,000 to 10,000 people.

- Promote a diversity of residential densities which are consistent with the economic, social, transportation, and environmental goals of the City.



Action 5. *Adopt design standards assuring the compatibility of manufactured housing with the host community character.*

Mobilehomes that meet code requirements are allowed in all residential zones. The code requirements apply to all residential dwellings to ensure compatibility with the character of the community. The Orland *Municipal Code* was revised in 1981 to adopt standards to allow individual mobilehomes in residential zones. The Code was revised again in 1984, at the request of the building industry, to reduce the size of the required roof overhang from 18 inches to 12 inches.

Action 6. *Monitor the conversion of rental housing to condominiums and, if necessary, adopt an ordinance regulating future conversions.*

The City has monitored condominium conversions on an annual basis since 1984, and no conversions have occurred. A condominium conversion ordinance will be enacted when and if the rate of conversions appears to adversely affect the rental housing market in Orland.

Action 7. *Contract with the Glenn County Building Department to provide building inspection services and enforcement procedures to ensure that housing is of safe and sanitary construction and that hazards to public health and safety do not exist.*

The City of Orland contracts with the Glenn County Building Department to provide building inspection services. These services include "red tag" procedures for identifying dilapidated structures.

Action 8. *Review the adequacy of potential sites for seasonal farmworker housing and pursue funding for housing at selected locations.*

Under contract with HCD, CHIP recently completed a study of migrant farmworker housing needs in northern Glenn and southern Tehama counties. The results of the survey showed that the number of migrant farmworkers far exceeds available, sound seasonal housing in the region.

While the City encourages and supports private efforts by farmers and others to develop housing for migrant farmworkers, staff has learned, at meetings



Action 12. *Establish an Equal Opportunity Housing Program to promote housing opportunities and provide information and referrals regarding fair housing.*

A brochure has been prepared by the City and is available at City Hall explaining the City's program of referring housing discrimination complaints to the State Office of Fair Employment and Housing in Sacramento. A resolution was adopted by the City Council setting forth the City's policy and allowing Orland residents to place long-distance calls to the office in Sacramento at City expense. The City Clerk has been designated as the coordinator for this program. No complaints have been registered at the City to date.

4.4 HOW THE UPDATED HOUSING ELEMENT INCORPORATES WHAT HAS BEEN LEARNED FROM THE PREVIOUS HOUSING ELEMENT

Several observations and conclusions can be drawn based on experience gained by the City in implementing the previous *Housing Element*. First, it is reasonable to conclude that the City has accomplished more in the quest for decent, affordable housing than if there had not been an adopted *Housing Element* during the planning period, simply by focusing attention on this issue. Secondly, it is fair to say that outside forces, both governmental and nongovernmental, play a large role in the City's relative success or failure at *Housing Element* implementation. This conclusion is particularly valid with regard to interest rates, availability of financing, the private real estate market, and the commitment of State and federal funds to housing programs. Finally, it can also be concluded that, at the end of this planning period, the Orland area remains one of the most affordable areas in the State for housing.

4.5 REGIONAL HOUSING NEEDS PLAN

The Tri-County Planning Council prepared the *Regional Housing Needs Plan* for Colusa, Glenn and Tehama counties pursuant to the provisions of Section 65584 of the Government Code. The Plan contains each county's and city's share of the statewide housing need to July 1997 and allocates shares of that need in each county to the jurisdictions in that county.

TABLE 4-1
HOUSEHOLD PROJECTIONS BY INCOME GROUP
JANUARY 1, 1991 TO JULY 1, 1997

Jurisdiction & Income Group	Jan. 1, 1991		July 1, 1997		Jan. 1991 to July 1997	
	No.	%	No.	%	No.	%
GLENN COUNTY						
Orland						
Very Low[1]	504	26.0	580	26.0	76	26.0
Other Lower[2]	349	18.0	401	18.0	52	17.8
Moderate[3]	426	22.0	490	22.0	64	21.9
Above Moderate[4]	658	34.0	758	34.0	100	34.3
Total	**1,937**	**100.0**	**2,229**	**100.0**	**292**	**100.0**
Willows						
Very Low	492	23.0	552	23.0	60	23.0
Other Lower	363	17.0	408	17.0	45	17.2
Moderate	428	20.0	480	20.0	52	19.9
Above Moderate	855	40.0	959	40.0	104	39.9
Total	**2,138**	**100.0**	**2,399**	**100.0**	**261**	**100.0**
Unincorporated						
Very Low	1,050	21.8	1,145	21.7	95	21.0

TABLE 4-2
GLENN COUNTY
BASIC CONSTRUCTION NEEDS
JANUARY 1, 1991 TO JULY 1, 1997

	Housing Units			
BY COMPONENTS	**Orland**	**Willows**	**Unincor-porated**	**County Total**
Household Increase	292	261	452	1,005
1991 Vacancy Need	51	43	101	195
1997 Vacancy Need	20	18	38	76
Replacement Need 1990-1997	33	31	70	134
Total	**396**	**353**	**661**	**1,410**
BY INCOME GROUP	**Orland**	**Willows**	**Unincor-porated**	**County Total**
Very Low[1]	103	81	139	323
Other Lower[2]	70	61	108	239
Moderate[3]	87	70	139	296
Above Moderate[4]	136	141	275	552
Total	**396**	**353**	**661**	**1,410**

Notes:

1 defined as 0-50% of median income (0 to $9,726)

2 defined as 50-80% of median income ($9,727 to $15,562)

3 defined as 80-120% of median income ($15,563 to $23,344)

4 defined as over 120% of median income (over $23,344)

Source: Tri-County Planning Council, Regional Housing Needs Plan, 1992.



Policies: It shall be the policy of the City of Orland to:

2.1 Accommodate and encourage development of a full range of housing types in Orland.

2.2 Maintain a sufficient inventory of developable land to accommodate timely development of needed new housing.

Goal 3: Maintenance and improvement of the quality and affordability of the existing housing stock and the neighborhoods in which it is located.

Quantified Objectives:

3-O(a) Rehabilitation of an annual average of 5 dwellings for very low, low and moderate-income households through 1997 (2 very low, 2 low and 1 moderate income households).

3-O(b) Conservation or replacement of 10 dwelling units at risk of conversion to non-low-income uses for very low and low income households through 1997 (6 very low and 4 low income households); weatherization of an annual average of 32 units (19 very low and 13 low income households); and provision of Section 8 existing rental assistance to an annual average of 12 households (7 very low and 5 low income households).

Policies: It shall be the policy of the City of Orland to:

3.1 Encourage conformance with building codes through enforcement procedures to ensure that housing is of safe and sanitary construction and that hazards to public health and safety do not exist.

3.2 Encourage development of sound new housing on vacant land within existing neighborhoods that have the necessary infrastructure and services.

3.3 Support and encourage all public and private efforts to rehabilitate and improve the existing housing stock, focusing on identified target areas of the community.



Goal 6: **Increase opportunities for special needs groups (elderly, large families, families with female heads of household, farmworkers, disabled and homeless) to obtain adequate housing.**

Quantified Objective:

6-O Rental assistance to an annual average of 7 very low, low and moderate income renter households and homeowner assistance to an annual average of 3 very low, low and moderate income owner households through 1997.

Policies: It shall be the policy of the City of Orland to:

6.1 Encourage full use of federal and State housing assistance programs that can enable persons with unmet housing needs to obtain decent housing at prices they can afford.

6.2 Support the development of housing plans and programs, including new publicly-subsidized housing, that maximize housing choice for special needs groups and lower-income households commensurate with need.

6.3 Encourage and support the private development of farmworker housing, including the development of adequate seasonal housing for migrant farmworkers and their families.

4.7 PROGRAMS AND FIVE-YEAR ACTION PLAN

This Section provides a five-year program of actions necessary to implement the policy statements set forth in Section 4.6. Many of these actions can be accomplished at the local level, while others require State and federal action, including the funding of various housing programs. Each program contains an identification of responsible agencies, funding sources, the year(s) in which it will be implemented, and the policy number to which it corresponds in Section 4.6.

4.7.1 Concurrently with adoption of this *Housing Element*, update the *Land Use Element* and *Circulation Element* of the *General Plan* to provide for sufficient land area, circulation system and city services to meet future residential needs through 1997.



assisted housing, and assist in providing for infrastructure improvements to serve those sites.

Implements Policies: 3.2, 3.3, 3.4, 3.5
Year: Upon adoption of redevelopment plan
Lead Agency: Orland Redevelopment Agency
Funding Source: Redevelopment funds

4.7.6 Continue to work with CHIP or any other non-profit agency to prepare and submit applications for Community Development Block Grant funds to provide housing rehabilitation assistance and infrastructure improvements, focusing on the following target areas: the Seventh and Eighth Street corridor and the northern end of Fourth and Fifth Streets.

Implements Policy: 3.3
Year: 1993 and ongoing
Lead Agency: City of Orland City Manager's Office
Funding Source: CDBG funds

4.7.7 Contract with CHIP or any other nonprofit entity to undertake a detailed survey of the mechanical, structural and electrical condition of the housing units identified as substandard in the 1991 *Housing Condition Report*.

Implements Policy: 3.3
Year: 1994
Lead Agency: City of Orland City Manager's Office
Funding Source: CDBG technical assistance grant

4.7.8 The City shall monitor the status of federally-assisted projects within the City of Orland, review plans of action submitted for LIHPRHA-eligible projects, assist in providing community and tenant education about the issue, available assistance and options, and facilitate transition to nonprofit or public ownership. Monitoring shall consist of annually contacting HUD representatives regarding filing of Notices of Intent. The City Manager will review any plans of action with the Planning Commission and City Council, assist in providing appropriate notices to tenants and other interested members of the community, and assist interested groups in providing



Implements Policy: 1.3
Year: 1993 and ongoing
Lead Agencies: City of Orland City Manager's Office, City Council
Funding Source: General fund, building permit fees

4.7.12 Continue to contract with the Glenn County Building Department for building inspection services and enforcement of the building and housing codes. Inspect housing units upon receiving complaints regarding health and safety problems, and require compliance with applicable codes. Require demolition of vacant dilapidated dwellings that are not economically feasible to improve to code standards.

Implements Policy: 3.1
Year: 1993 and ongoing
Lead Agency: City of Orland City Manager's Office
Funding Source: Building permit fees

4.7.13 Monitor the conversion of rental housing to condominiums and, if necessary, adopt an ordinance regulating future conversions.

Implements Policy: 3.6
Year: 1993 and ongoing
Lead Agency: City of Orland Planning Department
Funding Source: General fund

4.7.14 Continue to work in close cooperation with other Tri-County governments to ensure orderly development of unincorporated lands adjacent to the City, and the consistency of land use policies and development standards in those areas.

Implements Policy: 1.3
Year: 1993 and ongoing
Lead Agency: City of Orland Planning Department, City Council
Funding Source: General fund

4.7.15 Support economic development programs and strategies, including the Orland Area Chamber of Commerce, Glenn Chamber of Commerce Economic Development, Inc. and Tri-County EDC.



4.7.19 The City will continue to allow room additions for overcrowded owner households in accordance with zoning regulations, and provide an incentive for developers to provide multiple family units with three or more bedrooms. The incentives shall consist of a density bonus, in accordance with the provisions of State law.

Implements Policy: 6.1
Year: 1993 and ongoing
Lead Agency: City of Orland Planning Department
Funding Source: General fund

4.7.20 Revise the City of Orland Zoning Ordinance to be consistent with the City's General Plan.

Implements Policies: 2.1, 2.2
Year: 1993
Lead Agency; City of Orland Planning Department
Funding Source: General fund



APPENDIX A

FILING FEES FOR PLANNING AND DEVELOPMENT

ITEM	FEE
Tentative Subdivision Map	$150 plus $5 per lot
Tentative Parcel Map	$ 85 plus $5 per lot
Use Permit	$ 60
Variance	$ 60
Zone Change	$135
EIR[1] (Initial Study)	$ 50
Preliminary Parcel Map	$ 60 plus $5 per lot
Final Subdivision Map (10 copies)	$100 plus $5 per lot
Final Parcel Map (2 copies)	$ 60 plus $5 per lot
Lot Line Adjustment (8 copies)	$ 75
Waiver of Parcel Map	$ 50
Certificate of Compliance	$ 60
Plan Review & Inspection	2% of estimated cost of required improvements.
Pre-Zone	$175
General Plan Amendment	$185
Annexation	$716.50 Plus State Board of Equalization and engineering fees.
Detachment	$250 Plus State Board of Equalization and engineering fees

[1] EIR is required for all use permits, zone changes, tentative maps unless categorically exempt.



REFERENCES



REFERENCES

California Coalition of Rural Housing Project, *Inventory of Federally Subsidized Low-Income Rental Units at Risk of Conversion, 1990 Update,* March 1990.

California Housing Partnership Corporation, *Summary of the Low-Income Housing Preservation and Resident Homeownership Act of 1990 (LIHPRHA)*, June 1991.

City of Orland, *City of Orland Housing Element and Tri-County Planning Area Regional Housing Needs Assessment*, adopted January 1984.

City of Orland, *Housing Element of the City of Orland General Plan*, revised July 1984.

City of Orland, *Land Division Standards and Improvement Standards*, adopted April 1988, amended December 1990.

City of Orland, *Zoning Ordinance*, amended August 1990.

Community Housing Improvement Program, *Housing Condition Report for the City of Orland*, November 1991.

Community Housing Improvement Program, *The Need for Migrant Housing in Northern Glenn and Southern Tehama Counties,* 1991.

Glenn County and the City of Orland, *Orland Area General Plan*, April 1991.

QUAD Consultants, draft *Glenn County Community Development Issue Paper*, April 1992.

QUAD Consultants, draft *Glenn County Environmental Setting Technical Paper*, September 1991.

QUAD Consultants, draft *Glenn County Policy Plan*, November 1992.



LIST OF PERSONS CONTACTED

LIST OF PERSONS CONTACTED

Elizabeth Moore, Executive Director, Community Housing Improvement Program

Al Calonico, City Manager, City of Orland

Laura Blevins, City Clerk, City of Orland



RESOLUTION

PLANNING COMMISSION

CITY OF ORLAND, STATE OF CALIFORNIA

RESOLUTION NO. PC 93-01

* * *

RESOLUTION MAKING DETERMINATIONS, FINDINGS AND RECOMMENDATIONS TO THE CITY COUNCIL TO ADOPT A RESOLUTION ADOPTING THE HOUSING ELEMENT OF THE CITY OF ORLAND GENERAL PLAN

* * *

WHEREAS, the Housing Element of the City of Orland General Plan has been prepared by QUAD Consultants and was reviewed by the City Manager; and

WHEREAS, on January 21, 1993, a duly noticed Public Hearing was held by this Commission to amend the General Plan by adopting the Housing Element; and

WHEREAS, the Planning Commission, after considering all the evidence, both written and oral, presented at said public hearing, did find that there was sufficient information to enable it to recommend adoption of this Housing Element to the City Council, with modifications as recommended by staff to respond to the comments of the Department of Housing and Community Development.

NOW, THEREFORE, be it Resolved by the Planning Commission to recommend the attached Resolution to the City Council with the following findings:

1. That there has not been presented substantial evidence that the adoption of the Housing Element may cause a significant adverse impact on the environment. Therefore, a Negative Declaration has been prepared and is recommended to the City Council for adoption.

2. That the proposed Housing Element has been reviewed by the State of California Department of Housing and Community Development and is in compliance with State law, Sections 65580 et. seq. of the California Government Code.

and with the following reasons:

1. That the proposed Housing Element is consistent with the other adopted elements of the City of Orland General Plan.

2. That the proposed Housing Element will provide a benefit to the City of Orland by providing for a coordinated plan for the development, maintenance and improvement of housing in the City of Orland.

PLANNING COMMISSION
CITY OF ORLAND, STATE OF CALIFORNIA
RESOLUTION NO. 96-01

Resolution making determinations, findings and recommendations to the City Council to adopt a resolution amending the Housing Element of the Orland General Plan.

Whereas, the Housing Element of the Orland General Plan was prepared and adopted in 1993; and

Whereas, data in the Housing Element was based on a 1991 Housing Condition Report, and

Whereas, the City recently completed a new survey that updates the 1991 data and amends the Housing Element of the General Plan, and

Whereas, on March 21, 1996, a duly noticed Public Hearing was held by this Commission to amend the Housing Element of the General Plan, and

Whereas, the Planning Commission after considering all the evidence, both written and oral, presented at said public hearing, did find that there was sufficient information to enable it to recommend adoption of this Amendment to the Housing Element to the City Council.

Now, therefore, be it Resolved by the Planning Commission to recommend the attached Housing Element Amendment be adopted by the Orland City Council with the following findings:

1. That there has not been presented substantial evidence that the adoption of the Amendment to the Housing Element may cause a significant adverse impact on the environment. Therefore, a Negative Declaration has been prepared and is recommended to the City Council for adoption.

2. That the proposed Housing Element Amendment has been reviewed by the State of California and is in compliance with State law, Sections 65580, et.seq. Of the California Government Code.

And with the following reasons:

1. That the proposed Housing Element Amendment is consistent with the other adopted elements of the City of Orland General Plan.

2. That the proposed Housing Element will provide a benefit to the City of Orland by providing updated data for a coordinated plan for the rehabilitation and improvement of housing in the City of Orland.

CITY OF ORLAND

COUNTY OF GLENN, STATE OF CALIFORNIA

RESOLUTION NO. 96-10

* * *

RESOLUTION MAKING DETERMINATIONS, REASONS AND FINDINGS ADOPTING AN AMENDMENT TO THE HOUSING ELEMENT OF THE CITY OF ORLAND GENERAL PLAN

* * *

WHEREAS, a public hearing was held on the Adoption of an amendment to the Housing Element of the City of Orland General Plan as recommended by the Planning Commission; and

WHEREAS, pursuant to Section 65090 of the Government Code, notice of a hearing before this Council was given by one publication in a newspaper of general circulation in the City of Orland; and

WHEREAS, the City Council after considering all the evidence, both written and oral, presented at said public hearing, did find that there was sufficient information to enable it to make a decision.

NOW, THEREFORE, BE IT RESOLVED by the City Council with following findings:

1. That there has not been presented substantial evidence that the adoption of an amendment to the Housing Element may cause a significant adverse impact on the environment. Therefore, a Negative Declaration has been prepared and is hereby adopted.

2. That the proposed amendment to the Housing Element has been reviewed by the State of California Department of Housing and Community Development, and is in compliance with State law, Sections 65580 et. seq. of the California Government Code.

and with the following reasons:

1. That the proposed amendment to the Housing Element is consistent with the other adopted elements of the City of Orland General Plan.

2. That the proposed amendment to the Housing Element will provide a benefit to the City of Orland by providing for a coordinated plan for the rehabilitation and improvement of housing in the City of Orland.

***

***

***

***

***

U.C. BERKELEY LIBRARIES
C124925861